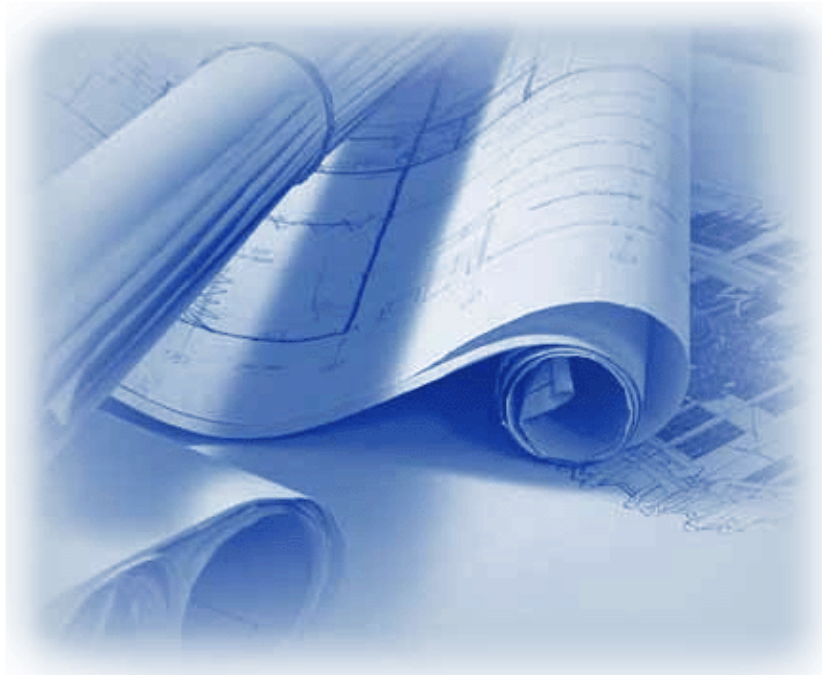


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# Blueprint Towards a Ten-Year Plan to End Homelessness in Alabama

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June 2006



Prepared for Governor Bob Riley

By the  
The Governor's Statewide Interagency  
Council on Homelessness

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## Introduction

Governor Bob Riley created the Governor's Statewide Interagency Council on Homelessness with the signing of Executive Order #31 on August 11, 2005. The Governor's Statewide Interagency Council on Homelessness was formed to develop and implement a plan to prevent and end homelessness in Alabama. The Governor's Office of Faith-Based and Community Initiatives was appointed as the lead agency for the Council.

The Council was formed as a partnership with U.S. Interagency Council on

Homelessness as both Councils recognize that in order to effectively work to end homelessness in Alabama there must be collaboration among government agencies, the private sector, and service provider networks.

The U.S. Interagency Council on Homelessness works to improve access to and coordination of federal investments among its Council member departments and agencies; ensure the effectiveness of federal activities and programs; engage and assist state and local governments, advocates, service providers, and customers in creating effective local solutions; and provide technical assistance and evidence-based best practice information to partners at every level of government, as well as the private sector.

It is in this spirit of collaboration that the

members of the Governor's Statewide Interagency Council on Homelessness come from a diverse background in the public and private sector given that we all have an investment in ending homelessness in Alabama.

The State of Alabama already has a tremendous resource in its community, non-profit, and faith-based organizations helping those who are homeless. Many programs in Alabama serve as national models of compassionate, creative, and effective methods of addressing the various causes that leave people without a home. We are fortunate to have such dedicated service providers aiding the homeless in our state. To help those who are homeless and better assist homeless service providers, the Governor's Statewide Interagency Council on Homelessness was formed so that state government can assess homelessness services and spending in Alabama and offer strategies as to how to achieve the Council's goal of addressing homelessness in Alabama.

The work of the Council is ongoing and adaptive to changes. This plan offers background and a platform for policy discussions to be offered not only to the Governor but to communities across the state seeking solutions to the devastating crisis of homelessness.

***The State of Alabama already has a tremendous resource in its community, non-profit, and faith-based organizations helping those who are homeless.***

## Executive Summary

The Blueprint Towards a Ten-year Plan on Homelessness in Alabama aims to collect, quantify and utilize data on homelessness in Alabama to better inform and equip the Council of policy suggestions needed to address homelessness in the state. As the Council pursues this goal it must first better understand the causes and factors of

### **Estimates of the number of people who are homeless in Alabama on a given night range between 5,000 and 8,000.**

homelessness and develop a system of data collection on the Alabama homeless population.

The blueprint is intended to guide future decision-making and policy suggestions of the Governor's Statewide Interagency Council on Homelessness. This information is essential in the beginning stages of the ten-year Process. Upon the collection of data it allows for the Blueprint to be reviewed and modified over time to maintain accountability and evaluate goal attainment.

In Alabama, the principle administrators of homeless services and planning are regional coalitions of Continuum of Care. Having a Continuum of Care is required by the United States Department of Housing and Urban Development (HUD) to be eligible to receive grants targeted for the homeless. HUD believes the best approach for alleviating homelessness is through a community-based process that provides a comprehensive response to the different

needs of homeless individuals and families. As HUD is the largest provider of grants for the sheltering of the homeless, the HUD definition of what comprises a homeless individual or family is what is commonly used.

Every two years, as part of HUD funding guidelines, each Continuum of Care is required to conduct a point-in-time survey of their local homeless population. Using the data from the point-in-time surveys over the past two years, estimates of the number of people who are homeless in Alabama on a given night range between 5,000 and 8,000.

The primary sources of funding in Alabama for homelessness are HUD grants to the Continuum of Care. HUD funding in Alabama includes the Supportive Housing Program (SHP) that promotes the development of housing and services to assist homeless persons to transition to housing and self-sufficiency. Additional funding comes in the form of the Shelter Plus Care (SPC) program which provides rental assistance for hard-to-serve homeless persons with disabilities in conjunction with supportive services. For Fiscal Year 2005 the State of Alabama received \$12,095,259.00 in SHP and SPC Homeless Assistance Awards. An additional \$2,141,595.00 was awarded to Alabama's Continuum of Care for Emergency Shelter Grants. The Emergency Shelter Grants program provides homeless persons with basic shelter and essential supportive services.

Part of the efforts of the Governor's Statewide Interagency Council on Homelessness is an extensive mapping of funding, services, and additional ways to count homelessness populations. This process is currently underway.

## Homelessness in Alabama after the 2005 Hurricanes

The counties in Alabama directly affected by Hurricane Katrina saw dramatic increases in homeless populations after the storm. According to the Mobile-Baldwin Continuum of Care for the Homeless *Point in Time Count of the Homeless of January 26, 2006* Mobile and Baldwin County saw a 72% increase in the number of homeless between January, 2005 and January, 2006. There was also a 27% increase of the total number of unsheltered homeless between the same years. The increased rates of homelessness can be attributed, in part, to the natural disasters of 2005 on the Gulf Coast. Before the hurricanes, Mobile and Baldwin County were seeing a gradual decline in the number of homeless.

The effects on homelessness in Alabama from the 2005 hurricanes can also be seen in other parts of the state. In Tuscaloosa County the *2006 Homeless Needs Survey Results* found that 29 of the 129 homeless surveyed, or 22%, relocated to Tuscaloosa from an area affected by Hurricane Katrina or Rita. After the point-in-time surveys were conducted in Alabama in January 2006, FEMA began a gradual phase-out of the motel/hotel voucher program for evacuees of the hurricanes. In Mobile and Baldwin County during the point-in-time survey of January, 2006, there were a total of 1,237 rooms being used as part of the motel/hotel voucher program. People in FEMA trailers or taking part in the motel/hotel voucher programs were not considered homeless by HUD definitions for the purpose of the point-in-time survey and therefore were not included in the homeless count.

As the State of Alabama has witnessed, natural disasters increase the number of homeless in the state. The Council has an opportunity to be the first state in the region to address homelessness with the perspective of how natural disasters affect us.

## Causes of Homelessness in Alabama

The causes of homelessness are multifaceted and frequently dovetail. Establishing viable and useable data on homelessness in Alabama is a key goal of the Governor's Statewide Interagency Council on Homelessness. Continued collection of statewide data on homelessness is proposed so that strategies can be suggested to achieve the goal of addressing homelessness in Alabama.

***“Homelessness and poverty are inextricably linked.”***

- National Coalition for the Homeless

While concrete correlations can be elusive, the connection between homelessness and poverty is strong. For those living in poverty, housing costs usually absorb a large portion of the monthly

income. When there is a family emergency, often housing costs are left unpaid leaving the person or family without a home.

Using 2003 statistics the national average of those living in poverty in the United States is 35.9 million or 12.5% of the total population.<sup>1</sup> In Alabama, using 2005 numbers, 763,000 people live in poverty, representing 14.6% of the state's population.<sup>2</sup> National estimates of the homeless show that 6.3% to 10% of those living in poverty experience homelessness.<sup>3</sup>

The relationship between mental illness, addiction disorders, and those who are veterans can be controversial since each factor on its own does not explain homelessness. Statistics show that 20% to 25% of the single adult homeless population suffers from some form of severe and persistent mental illness.<sup>4</sup> Similar studies show a high prevalence in addiction rates of those who are homeless.<sup>5</sup> Of the adult homeless population about one-third have served in the Armed Forces and estimates are that on any given night as many as 200,000 veterans are living on the streets or in a shelter.<sup>6</sup>

Homeless families with children are among the fastest growing segments of the homeless population, especially in rural areas. This can be attributed, in part, to high rates of poverty and lack of affordable housing. Domestic violence also contributes to homelessness among families. Nearly half of all women and children experiencing homelessness are fleeing domestic violence.<sup>7</sup> In Alabama, the state has one of the highest domestic violence rates in the nation. In 2000, 20 % of violent felonies were domestic violence crimes.<sup>8</sup> High rates of poverty, coupled with high rates of domestic violence, leave Alabama susceptible to increasing rates of homelessness among families with children.

To reiterate, the Governor's Statewide Interagency Council on Homelessness will propose extensive data collection to provide an accurate as possible picture of homelessness in the state so that a more effective and efficient solution to homelessness can be found. This work will be

***"Governor Riley's leadership in creating the Council will bring state agencies together with the private sector, especially business and faith-based organizations, to end homelessness for those who are the most vulnerable."***

- Philip F. Mangano, Executive Director of the U.S. Interagency Council

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<sup>1</sup>National Coalition for the Homeless, *Why are People Homeless?*, June, 2005

<sup>2</sup>U.S. Census Bureau, Current Population Survey, 2005 Annual Social and Economic Supplement. Poverty Status by State: 2004

<sup>3</sup>National Coalition for the Homeless, *How Many People Experience Homelessness?*, June, 2005

<sup>4</sup>National Coalition for the Homeless, *Mental Illness and the Homeless*, June, 2005

<sup>5</sup>National Coalition of the Homeless, *Addictions Disorders and Homelessness*, June, 2005

<sup>6</sup>United States Department of Veteran Affairs, *Homeless Veterans: Overview of Homelessness*, [www.va.gov](http://www.va.gov)

<sup>7</sup>National Coalition of the Homeless, *Homeless Families with Children*, June, 2005

<sup>8</sup>Council on Violence Against Women, *The Plan for the State of Alabama*, 2002

done in conjunction with the Continua of Care implementation of the Homeless Management Information System.

## **Homelessness Definitions**

### Federal Definition of Homeless<sup>1</sup>

(a) In general

The term “homeless” or “homeless individual or homeless person” includes -

- (1) an individual who lacks a fixed, regular, and adequate nighttime residence
- (2) an individual who has a primary nighttime residence that is--
  - (A) a supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, and transitional housing for the mentally ill);
  - (B) an institution that provides a temporary residence for individuals intended to be institutionalized; or
  - (C) a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.

(b) Income eligibility

In general a homeless individual shall be eligible for assistance under any program provided by this chapter, only if the individual complies with the income eligibility requirements otherwise applicable to such program.

(c) Exclusion the term “homeless” or “homeless individual” does not include any individual imprisoned or otherwise detained pursuant to an Act of the Congress or a State law.

### Chronic Homelessness

A "chronically homeless" person is defined as "an unaccompanied homeless individual with a disabling condition who has either been continuously homeless for a year or more, or has had at least four episodes of homelessness in the past three years."<sup>2</sup> This group represents 10% of the homeless population and consumes 50% of the resources

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<sup>1</sup>McKinny-Vento Homeless Assistance Act Title I Section 103 General Definitions of Homeless Individual.

<sup>2</sup>Notice of Funding Availability for the Collaborative Initiative to Help End Chronic Homelessness/Federal Register, Vol. 68, No. 17/Monday, January 27, 2003, 4019. This definition is shared by the U.S. Department of Housing and Urban Development, the U.S. Department of Health and Human Services, and the U.S. Department of Veterans Affairs.

<sup>3</sup>United States Department of Housing and Urban Development, *Chronic Homelessness*, [www.hud.gov](http://www.hud.gov) U.S. Census Bureau. Note: The Department of Health and Human Services uses a different guideline and establishes a threshold of \$19,350 for a family of four.

supporting the homeless.<sup>3</sup>

### Poverty

According to thresholds established by the United States Census for 2004 dollars poverty for a family of four with two children is \$19,157.<sup>4</sup> The national average for those living at the poverty rate is 11.7%. In Alabama, using 2005 numbers, 763,000 people live in poverty representing 14.6% of the state's population.<sup>5</sup>

### Permanent Supportive Housing

Permanent Supportive Housing can take many forms but generally it is affordable housing for those with low incomes, has no time limits, and offers support services integrated into the housing. Advocates for Permanent Supportive Housing claim that it is a cost-effective approach to homelessness, especially chronic homelessness, which provides stability for families and individuals while allowing agencies the ability to customize services around the varied causes of homelessness.<sup>6</sup>

### Homeless Management Information System (HMIS)

The United States Department of Housing and Urban Development (HUD) has been directed by Congress to work with jurisdictions to gather homeless data. HMIS is a data collection of homeless consumers designed to capture information on the needs of men, women, and children experiencing homelessness. HMIS implementation presents communities with an opportunity to re-examine how homeless services are provided in their community, and to make informed decisions, and develop appropriate action steps.

### Housing First

A Housing First approach to homelessness differs from the traditional shelter-based response of homelessness by focusing on the root causes of homelessness rather a reactionary response. A Housing First approach attempts to 1) prevent homelessness when possible and 2) provide permanent supportive housing to those who are homeless. A Housing First approach bypasses the traditional shelter-based model and moves a person who is homeless directly to permanent supportive housing.<sup>7</sup>

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<sup>4</sup>U.S. Census Bureau. Note: The Department of Health and Human Services uses a different guideline and establishes a threshold of \$19,350 for a family of four.

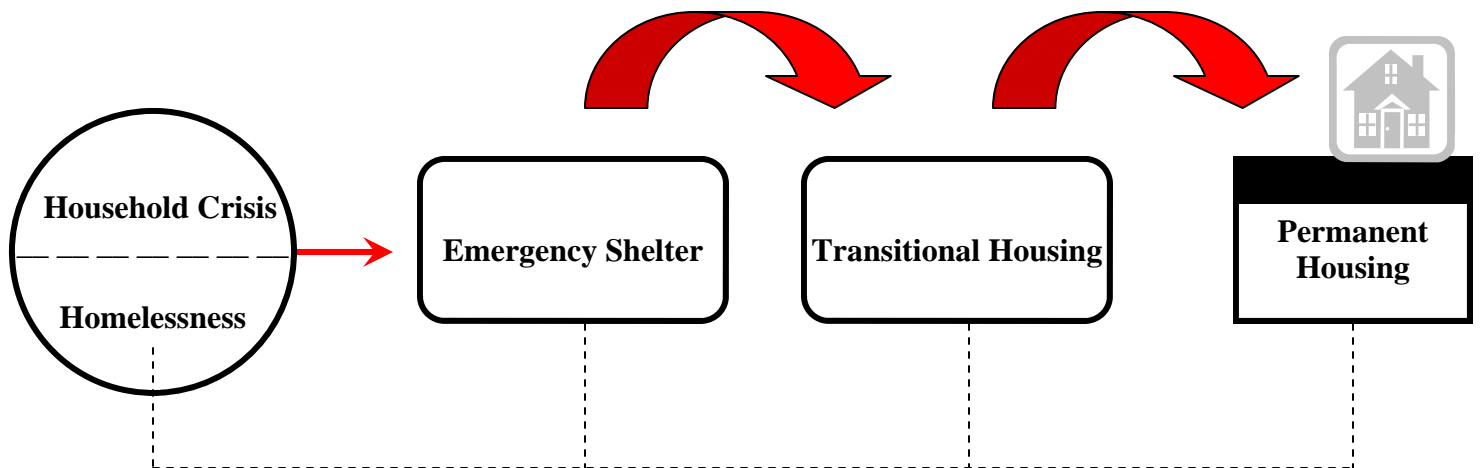
<sup>5</sup>U.S. Census Bureau, Current Population Survey, 2005 Annual Social and Economic Supplement. Poverty Status by State: 2004

<sup>6</sup>Supportive Housing Providers Association, *Snapshot of Permanent Supportive Housing in Illinois*, February 2005

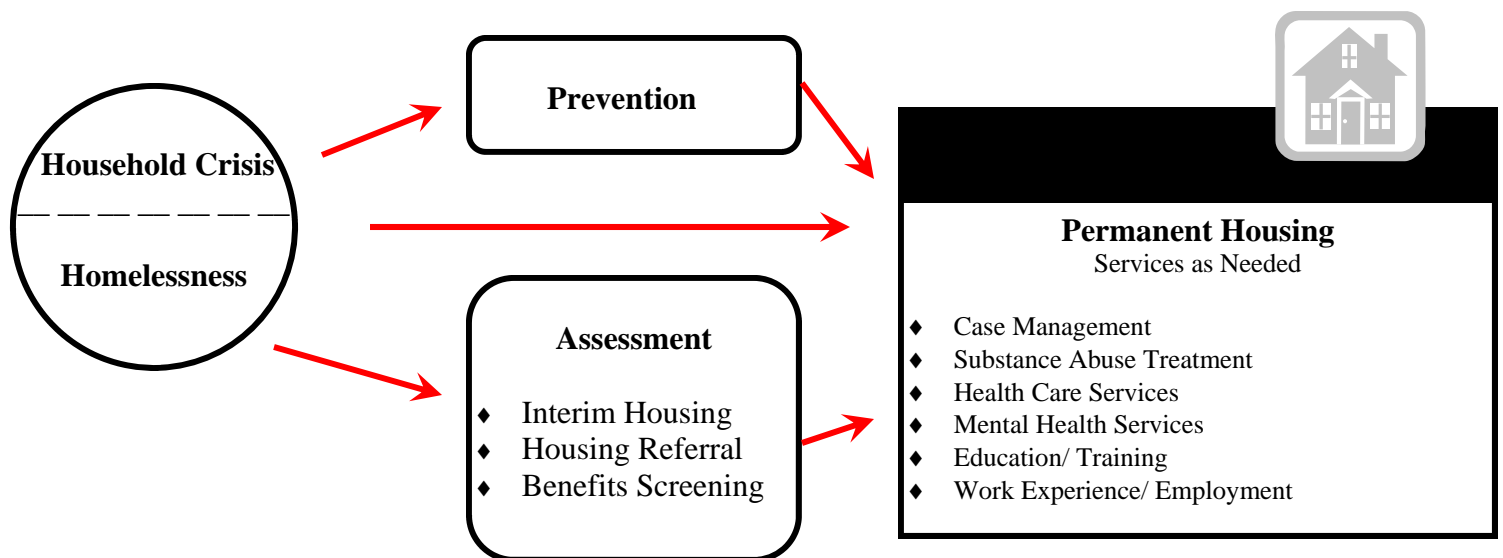
<sup>7</sup>*Utah's Ten-Year Business Plan to End Homelessness*, September, 2004



**Figure 1: Traditional Shelter Model**



**Figure 2: Housing First, Staying Housed Model**



## Planning Process

As required by Executive Order #31, the Governor's Statewide Interagency Council on Homelessness is to submit a 10-year plan on homelessness in Alabama to the Governor of Alabama on June 30, 2006. The Council was created on August 11, 2005, eighteen days before Hurricane Katrina made landfall in southeast Louisiana on August 29, 2005.

As this region has seen, natural disasters tend to exacerbate the causes of homelessness. Alabama has the unique opportunity to be the first state in the region to create a plan to end homelessness with the perspective of how natural disasters affect us. Accordingly, the continued

***"The good-to-great leaders were able to strip away so much noise and clutter and just focus on the few things that would have the greatest impact."***

-Jim Collins, *Good to Great*

collection of homeless data and the mapping of services are needed to better inform the Council on the best strategies pursuant to the Council's overarching goal of addressing homelessness in Alabama.

During the inaugural meeting of the Council on March 28, 2006, the Council formed a work group to, in part, create a draft plan. This draft plan represents the effort of the working group and is to be

revised in accordance to the wishes of the Council and pending the final approval of the Governor of Alabama.

Executive Order #31 requires the Governor's Office of Faith-Based and Community Initiatives, the lead agency, to provide administrative and staff support services for the Council. The Governor's Office of Faith-Based and Community Initiatives created the Alabama Disaster Response and Recovery Team staffed by AmeriCorps VISTA members to fulfill this requirement. Two of the AmeriCorps VISTA positions are designated to work fulltime with the Council to coordinate the Governor's Statewide Interagency Council on Homelessness and assist in the development of the plan to address homelessness in Alabama.

***"Intelligent action. Planful initiatives. Innovation informed strategies. Remoralized intent. Calling into play every strategic element to accomplish the end of social wrong. Whether moral or spiritual, cultural or human. Research or cost benefit studies. Rapid dissemination of all that is working all across the front lines to insure that we all have equal access to the best ideas at the same time. Breathing together and acting together."***

- Philip F. Mangano, Executive Director of the U.S. Interagency Council

## Blueprint of Plan

### Fiscal Optimization

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- 1. Goal 1:** Ensure an innovative partnership across Federal, State, and local levels including non-profit and faith-based organizations to address homelessness.
- 2. Objectives**
  - a.** Gain a clear understanding of the allocation and funding sources of monies targeted toward the homeless population.
  - b.** Collaborate with the Alabama Department of Economic & Community Affairs (ADECA) to conduct a cost/benefit analysis of the current supportive housing programs in Alabama.
- 3. Strategies**
  - a.** Work with state agencies in identifying resources allocated for the homeless.
  - b.** Prepare a projection of the overall costs and benefits of implementing the Alabama Action Plan to End Homelessness.
  - c.** Create a database that accurately reflects monies targeted toward the homeless in Alabama.

### Services

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- 1. Goal 2:** Evaluate the impact of strategies to address homelessness by identifying and quantifying homeless services in Alabama.
- 2. Objectives**
  - a.** Identify services provided by the State of Alabama for the homeless.
  - b.** Educate state agencies, service providers, and consumers of services provided pertaining to homelessness.
  - c.** Identify best practices in the State of Alabama.
  - d.** Identify issues that may lead to homelessness.
- 3. Strategies**
  - a.** Request state agencies to identify the services they have for the homeless.
  - b.** Collaborate with Continuum of Care to get a better understanding of the services they provide.
  - c.** Collect data pertaining to homeless services provided by faith-based

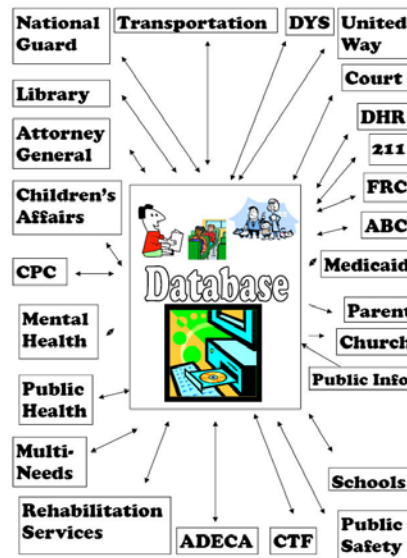
and community organizations.

**d.** Create a web-based database to collect and disseminate homeless service information (public, private and non-profit) for the State of Alabama.

**e.** Collaborate with state agencies to ensure that those in the custody of the state are not released into homelessness.

**f.** Link with the Alabama Resource Management System.

The Alabama Resource Management System (ARMS) is a comprehensive database system to map services as well as statistical and financial information regarding Alabama's children and families. This database enhances coordination between agencies, the public, private and non-profit sectors, and community information systems throughout the State of Alabama. ARMS shares information from entities to facilitate the planning, implementation, and evaluation of community needs. The system was developed and is currently being coordinated by a team from the Department of Children's Affairs and the U.S. Space and Rocket Center. ARMS will be led by a coalition of state agencies, non-profits, and elected officials. ARMS includes an advanced web-based mapping component. This tool allows multiple layers of data to be viewed in numerous ways including state, county, city, legislative and congressional districts.



## Housing

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1. **Goal 3:** Improve economic and social wellbeing of people experiencing homelessness by increasing access to affordable permanent housing.
2. **Objectives**
  - a. Identify resources and funding streams targeted at affordable housing.
  - b. Assess current affordable housing available in Alabama.
  - c. Identify at-risk populations of homelessness.
  - d. Increase permanent supportive housing.
  - e. Identify potential challenges/barriers that exacerbate and perpetuate homelessness.
  - f. Collaborate with state agencies to ensure that those in state custody are not released into homelessness.
  - g. Continue to work with The Alabama Coalition Against Domestic Violence to assist those who are homeless due to domestic violence while assuring privacy.
3. **Strategies**
  - a. Examine current use of mainstream resources in Alabama at the state and local level and target a portion of resources for homelessness.
  - b. Create collaborative pilot project to identify obstacles of accessing mainstream services for the homeless.
  - c. Utilize Housing First Model.

## Data

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1. **Goal 4:** Create a useful and comprehensive data system to fully understand the funding, services, and homeless populations in Alabama.
2. **Objectives**
  - a. Map homeless service providers in Alabama.
  - b. Map all resources (federal, state, local, private) that go towards helping the homeless.
  - c. Develop methods to track homelessness through services provided.
  - d. Create website to collect and disseminate information about homelessness service providers and resources in Alabama.
  - e. Facilitate efforts of the Continuum of Care to develop a statewide HMIS system within two to five years.

### **3. Strategies**

- a.** Contact state agencies to request information about the funding and services they allocate to homelessness.
- b.** Send requests to Continua of Care requesting information pertaining to the services that are in their area of operation.
- c.** Create website to collect and disseminate homelessness service providers and resources in Alabama.
- d.** Build a data collection model that is the most effective in presenting homelessness in Alabama.
- e.** Support Continua of Care in their efforts to develop a statewide HMIS System through involvement in their planning, training, and implementation process.

#### **1. Goal 5:** Increase awareness of the causes and state of homelessness of all

## **Education/Public Outreach**

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Alabamians.

### **2. Objectives**

- a.** Create a system to educate people on the services available for the homeless and at-risk populations.
- b.** Educate people on the state of homelessness in Alabama as well as the different subpopulations of homelessness (i.e., veterans, individuals living with mental illness and/or substance abuse, individuals with HIV/AIDS, domestic abuse victims, etc.)
- c.** Collect and disseminate information on the best practices in Alabama to be used as resources for other service providers.

### **3. Strategies**

- a.** Maintain the Governor's Statewide Interagency Council on Homelessness website featuring best practices in Alabama.
- b.** Develop "The Faces of Homelessness" campaign to educate people on homelessness in Alabama as well as who is affected or at risk of becoming homeless.
- c.** Partner with the Alabama Broadcasters Association through the Public Education Partnership (PEP) program and develop public service announcements.
  - 1.** Radio and television stations donate their unsold time slots to the Alabama Broadcasters Association and the association then coordinates the PEP participants' public service announcements to be aired during the specified times.
  - 2.** PEP participants are limited to either governmental agencies or non-profit and federally tax exempt organizations.

## **Evaluation**

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This plan presents an opportunity for Alabama to gain a clear understanding of existing services and monies for the homeless population in the State. Utilizing this information will guarantee non-duplication of services and verify that effective funding streams exist. This information lays the framework for eradicating homelessness in Alabama. Evaluation is an essential part of this living document to ensure that the goals and objectives are met and that Alabama is moving toward ending homelessness in the State.

As stipulated in Executive Order #31, the Council must submit an annual report to the Governor each year, beginning in 2006, on its accomplishments and the status of homelessness in Alabama. The Council is therefore responsible for monitoring and overseeing the implementation of the plan and to continually adjust the goals and objectives as needed.

The Council will have a permanent working group which allows inclusion of agencies pertinent to the planning process including Alabama Pardons and Parole Board and the Alabama Hospital Association. The Council will continue to take part in the ongoing technical assistance providing by the United States Interagency Council. Additionally, the Council will help to develop a targeted, collaborative pilot project using the housing first, permanent supportive housing Approach.

## Appendix A: Council Members

As stipulated by Executive Order #31 the Council shall be comprised of a maximum of thirty-two (32) members, each of whom shall be appointed by the Governor, and serve, without compensation, at the pleasure of the Governor, as follows:

Superintendent, Alabama Department of Education  
Director, Alabama Department of Human Resources  
Director, Alabama Department of Mental Health  
Director, Alabama Medicaid Agency  
Director, Alabama Department of Economic & Community Affairs  
Director, Alabama Department of Public Safety  
Director, Alabama Office of Workforce Development  
Director, Alabama Department of Homeland Security  
Director, Alabama Department of Children's Affairs  
Director, Alabama Department of Public Health  
Director, Alabama Housing Finance Authority  
Director, Alabama Department of Corrections  
Director, Alabama Department of Veterans Affairs  
Director, Alabama Department of Industrial Relations  
Acting President of the Alabama Alliance to End Homelessness (ALAEH)  
One member from the State Board of Education  
A representative of the Head Start-State Collaboration Office  
A representative of the League of Municipalities  
Four members from non-profit agencies concerned with housing issues and service provision to the homeless  
Two members from faith-based organizations working with homeless and/or substance abuse treatment of homeless  
Two members from the private sector  
Two members of the Alabama Senate  
Two members of the Alabama House of Representatives  
Executive Order #31 also created an Advisory Board which shall be comprised of the following Ex-Officio members who may advise the Council on matters relating to their appropriate agencies of federal government:  
A representative of the U.S. Department of HUD  
A representative of the U.S. Department of Veterans Affairs  
A representative of the U.S. Department of Education  
A representative of the U.S. Department of HHS  
A representative of the U.S. Department of Labor  
A representative of the U.S. Department of Homeland Security  
A representative of the U.S. Department of Agriculture

Terms of Membership - Each appointment shall be for a term of three (3) years.



## Appendix B: Executive Order 31

Office of the Governor

**BOB RILEY**  
Governor



STATE OF ALABAMA

Press Office

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August 11, 2005

WHEREAS, in the State of Alabama, in 2004, an estimated 6,025 individuals were homeless on any one night and, within that number, approximately 563 families were homeless on any one night; and

WHEREAS, the availability of shelter beds have been insufficient to meet the needs and many homeless individuals and families could not be served by homeless and domestic violence shelters, and many have experienced repeated incidents of homelessness over the past three years; and

WHEREAS, multiple state agencies bear the responsibility of serving the homeless and those who are at risk of homelessness; and

WHEREAS, ending homelessness requires collaboration among state agencies, local governments, the private sector and service provider networks to coordinate program development, deliver essential services, and provide housing; and

WHEREAS, ending or reducing homelessness will contribute to economic development and improve the overall quality of life within our communities; and

WHEREAS, the President has established the U.S. Interagency Council on Homelessness and has encouraged each state to establish its own Council.

NOW, THEREFORE, I, Bob Riley, Governor of the State of Alabama, by virtue of the authority vested in me by the Constitution and laws of the State of Alabama, hereby order and direct as follows:

1. The Governor's Statewide Interagency Council on Homelessness (the "Council") is hereby created to develop and implement a plan to prevent and end homelessness in the State of Alabama and to serve as a statewide planning and policy development resource for the Governor, the State and its various departments and agencies, and for the private sector.
2. The Council shall be chaired by the Executive Director of the Governor's Office of Faith-Based & Community Initiatives (GFBCI) and co-chaired as selected by the Executive Director of the Governor's Office of Faith-Based & Community Initiatives.
3. The Council shall be comprised of a maximum of thirty-two (32) members, each of

whom shall be appointed by the Governor, and serve, without compensation, at the pleasure of the Governor, as follows:

Superintendent, Alabama Department of Education  
Director, Alabama Department of Human Resources  
Director, Alabama Department of Mental Health  
Director, Alabama Medicaid Agency  
Director, Alabama Department of Economic & Community Affairs  
Director, Alabama Department of Public Safety  
Director, Alabama Office of Workforce Development  
Director, Alabama Department of Homeland Security  
Director, Alabama Department of Children's Affairs  
Director, Alabama Department of Public Health  
Director, Alabama Housing Finance Authority  
Director, Alabama Department of Corrections  
Director, Alabama Department of Veterans Affairs  
Director, Alabama Department of Industrial Relations

(Each of the above governmental officials may designate a substitute, from their respective Departments, to act on their behalf when they cannot be present, which designees shall have full voting and participation rights.)

Acting President of the Alabama Alliance to End Homelessness (ALEAH)

One member from the State Board of Education

A representative of the Head Start State Collaboration Office

A representative of the League of Municipalities

Four members from non-profit agencies concerned with housing issues and service provision to the homeless

Two members from faith-based organizations working with homeless and/or substance abuse treatment of homeless

Two members from the private sector

Two members of the Alabama Senate

Two members of the Alabama House of Representatives

BE IT ORDERED that there is created an Advisory Board which shall be comprised of the following Ex Officio members who may advise the Council on matters relating to their appropriate agencies of federal government:

A representative of the U.S. Department of HUD

A representative of the U.S. Department of Veterans Affairs

A representative of the U.S. Department of Education

A representative of the U.S. Department of HHS

A representative of the U.S. Department of Labor

A representative of the U.S. Department of Homeland Security

A representative of the U.S. Department of Agriculture

4. Terms of Membership - Each appointment shall be for a term of three (3) years.

5. Meetings – The Council shall meet quarterly and at other times at the call of the Governor, the Chair, or upon written request of at least ten (10) of its members.

6. Functions

(a) The Council shall advise the Governor and the Office of Faith-Based & Community Initiatives on issues related to the problems of persons who are homeless or at risk of becoming homeless, identify and secure available resources throughout the state and nation, and provide recommendations for joint and cooperative efforts and policy initiatives in carrying out programs to meet the needs of the homeless.

(b) The Council shall set short-term and long-term goals and determine yearly priorities.

(c) The Council shall submit an annual report to the Governor by September 1st of each year, beginning on September 1, 2006, on its accomplishments and the status of homelessness in Alabama.

7. Staff Assistance – The Governor's Office of Faith Based & Community Initiatives shall provide administrative and staff support services required by the Council. The Council shall serve as a statewide homelessness planning and policy development resource for the Governor and the State of Alabama, and shall:

(a) Develop a plan to prevent and/or end homelessness in Alabama including evidence-based improvements to programs and policies that will ensure services and housing are provided in an efficient, cost-effective, and productive manner.

(b) Develop recommendations to:

1) Expand and maximize housing resources as central to all efforts to end homelessness.

2) Increase access to mainstream state and federal social service resources such as Food Stamps, Temporary Assistance to Needy Families (TANF), Supplemental Social Security Income (SSI), and veteran benefits.

3) Expand and maximize service resources such as mental health and substance abuse services

4) Improve cross system policies and procedures through system integration, streamlined application and eligibility processes, and improved outreach.

5) Ensure persons in state institutions have access to services that will help prevent homelessness upon their discharge.

BE IT FURTHER ORDERED that the Council is hereby directed to complete the following tasks by June 30, 2006:

1. That the Governor's Office of Faith Based & Community Initiatives shall have access to all necessary program information and reports to conduct the cost/benefit analysis of the current supportive housing programs in Alabama.

2. That the Council review and recommend measures to maximize federal resources and improve state administered Mainstream Service Programs (Medicaid, TANF, SSI, CHIP, Workforce Investment Act, Food Stamps, and Veteran's Health Care and Benefits) for homeless individuals and families.

3. That the Council review and recommend measures to establish state policies that assure appropriate housing and community treatment for individuals with disabilities discharged from institutional settings.

4. That the Council develop the State of Alabama Homeless Action Plan to End Chronic

Homelessness in ten (10) years and present recommendations on the implementation strategy.

BE IT FURTHER ORDERED that the Alabama Department of Economic & Community Affairs work jointly with the Council to conduct a cost/benefit analysis of the current supportive housing programs in Alabama and prepare a projection of the overall costs and benefits of implementing the Alabama Action Plan to End Homelessness.

BE IT FURTHER ORDERED that the Council shall:

1. Develop a strategy to implement the plan and to recommend resource, policy and regulatory changes necessary to accomplish the goals of the plan.
2. Recommend and assist in developing partnerships with private entities, including corporate, philanthropic and faith and community-based organizations, as well as the federal and local government, to obtain involvement and support to achieve the goals of the plan.
3. Monitor and oversee the implementation of the plan to ensure accountability and consistent
4. Identify and maximize the leveraging of resources to improve the system of services for people who are homeless or are at risk of becoming homeless.
5. Identify a sub-group to meet with the Governor to discuss and explain the Council's recommendations.
6. Meet with the Governor to discuss and consider the Council's recommendations.

BE IT FURTHER ORDERED that the Council shall be supported by a work group to assist it in its duties and make recommendations about its work. The work group shall report its activities and recommendations to the Council. The work group may be comprised of state agency staff, representatives of the state's continuum of care organizations, a statewide homeless advocacy group, and other public and private entities as determined by the Council. The work group shall also assist the Council in reaching out to local communities regarding the state's plan to prevent and end homelessness.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the Great Seal to be affixed by the Secretary of State at the State Capitol in the City of Montgomery on this 11th day of August 2005.

## **Appendix C: Policy Academies**

**April 2005-** Policy Academy; Houston, Texas

Focused on Homeless Families with Children  
Collaboration of 13 agencies from the Federal, State, and local levels including non-profit and faith-based organizations  
Vision statement: "Create an Alabama where Homelessness Does Not Exist"  
Have been instrumental in helping to develop the Governor's Statewide Interagency Council on Homelessness

**August 11, 2005-** Governor Bob Riley signs Executive Order 31

Creates the Governor's Statewide Interagency Council on Homelessness  
Requires the development of the State of Alabama Homeless Action Plan to End Homelessness

**February 8-10, 2006-** Alabama In-State Policy Academy; Montgomery, Alabama

Improving Access to Mainstream Services for People Experiencing Chronic Homelessness  
Collaboration of 15 agencies from the Federal, State, and local levels including non-profit and faith-based organizations  
Developed a combined action plan from both policy academies to be a resource for the Interagency Council on Homelessness  
Vision statement: "Working Together to Create an Alabama where Homelessness Does Not Exist"

**March 28, 2006-** Quarterly Meeting of the Governor's Statewide Interagency Council on Homelessness

Collaboration of 16 agencies from the Federal, State, and local levels including non-profit and faith-based organizations  
Established working group and priority areas of subcommittees to formulate 10 year plan

**May 10-11, 2006-** National Summit for Jurisdictional Leaders, Denver, Colorado

Sustaining 10-year Plans to End Chronic Homelessness Implementing Innovation

**May 4-5, 2006-** Youth Homelessness Workshop, Phoenix, Arizona

A representative from the Alabama foster care program as well as a staff member of the Council attended a two day workshop on preventing youth homelessness (16-21 years of age).  
The workshop focused on the best approaches to preventing youth homelessness, specifically the aging out of the foster care system and providing housing to at risk youth.

## **Appendix D. Continua of Care in Alabama**

### **Anniston, Calhoun, Gadsden, Etowah, Cherokee, Dekalb County**

City of Anniston  
Mr. Kerry Payne, Program Administrator  
Anniston, AL 36202  
Phone (256) 231-7660  
Fax (256) 236-7641  
Homeless Coalition of Northeast Alabama

Ms. Marie Franklin, Chair  
105 South Ninth Street  
Gadsden, AL 35903  
Phone (256) 547-6888  
Fax (256) 547-6388

### **Balance of the State**

Alabama Rural Coalition for the Homeless  
Ms. Susanna Naisbett, President  
Harriet's House  
P.O. Box 569  
Demopolis, AL 36732  
Phone (334) 289-8988

### **City of Birmingham/Jefferson County, Bessemer, Hoover, St. Clair, Shelby County**

Metropolitan Birmingham Services for the Homeless (MBSH)  
Ms. Susan Clayton, Chair  
Ms. Michelle Farley, Interim Executive Director  
2230 4th Avenue North  
Birmingham, AL 35203  
Phone (205) 254-8833  
Fax (205) 323-8362

### **Florence/Lauderdale, Colbert, Franklin, Marion, Winston and Lawrence Counties**

#### **Homeless Care Council of Northwest Alabama**

Mr. John Corbin, Chairman  
Alabama State Employment Services  
500 South Montgomery, Suite 102  
Sheffield, AL 35660  
Phone (256) 383-5610  
Fax (256) 383-4983

**Huntsville, Decatur, Madison County, Cullman County, Morgan County**

North Alabama Coalition for the Homeless  
Mr. Larry Sisterman, Vice-Chair  
Crisis Services of North Alabama, Inc.  
P.O. Box 368  
Huntsville, Alabama 35804

**City of Montgomery / Montgomery, Elmore, Lowndes, Bullock County**

Mid-Alabama Coalition for the Homeless  
Mrs. Camilla Prince, Chair  
Mr. Henry Stough, Executive Director  
P.O. Box 242201  
Montgomery, AL 36124-2201  
Phone (334) 277-1700

**Mobile, Mobile County, Baldwin County**

Homeless Coalition of the Gulf Coast, Inc.  
Mr. Dan Williams, Executive Director  
2900 Old Shell Road  
Mobile, AL 36607  
Phone (251) 434-6426  
Fax (251) 434-6427

**Tuscaloosa, Tuscaloosa County**

C.H.A.L.E.N.G. of Tuscaloosa  
Ms. Stacey Gordon, Chair  
The Salvation Army  
2902 Greensboro Ave  
Tuscaloosa, Alabama 35401  
Phone (205) 758-2804  
Fax (205) 758-3896